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WORK PLAN FOR 1996-1999 AND REQUEST FOR PROGRAMME EXPENDITURE AUTHORITY

Report of the Executive Director

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I. INTRODUCTION AND RECOMMENDATIONS

1. The objectives of this report are three-fold: (a) to examine the utilization of resources by UNFPA in 1994, applying the method of measuring UNFPA's resource utilization approved by the Governing Council in decision 89/46 B; (b) to describe the work plan for 1996-1999 including information about projected resources and the proposed utilization of programmable resources among country and intercountry activities as well as among geographical regions; and (c) to present the Executive Director's proposed programme expenditure authority for 1996 from regular resources, the estimates of new programmable regular resources for the 1997-1999 period and the estimates of new programmable resources from multi-bilateral funding. Pertinent financial data used in the calculations in this report are provided in tables in the Annex.

2. Recommendations: The Executive Director recommends that the Executive Board:

(a) Endorse the Executive Director's programme resource planning proposals set out in paragraphs 7 to 15;

(b) Approve the request for 1996 programme expenditure authority at a level equal to new programmable resources for 1996, currently estimated at $263 million;

(c) Endorse the use of the following estimates of new programmable resources from regular resources for the 1997-1999 period: $280 million for 1997; $298 million for 1998; and $319 million for 1999;

(d) Also endorse the use of the following estimates of new programmable resources from multi-bilateral funding: $15 million per year for the years 1996-1999.

II. UTILIZATION OF RESOURCES IN 1994[1]

3. Contributions from Governments to UNFPA in 1994 amounted to $255.2 million, which, together with an interest and other miscellaneous income of $10.2 million, resulted in a total income from regular resources in 1994 of $265.4 million, an increase of $45.8 million or 20.9 per cent compared to 1993. After deducting $45.2 million for the administrative and programme support services (APSS) budget and $5 million for additions to the operational reserve and adding $47.3 million in carry-forwards from 1993 to 1994, total programmable resources from regular resources in 1994 totaled $262.5 million. However, this amount includes $9.5 million in additional contributions from the Governments of Finland, France, the Netherlands, Norway and the United Kingdom that were pledged only in the last six weeks of 1994. These contributions were therefore not available for programmes in 1994. After deducting this amount from the total programmable resources for 1994, the programmable resources that were actually available in 1994 amounted to $253 million. The income from multi-bilateral resources in 1994 was $11.3 million, $4.3 million less than in 1993. The carry-forwards from 1993 from multi-bilateral resources were $14.2 million, bringing to $25.5 million the total programmable resources from multi-bilateral resources in 1994. In terms of combined regular and multi-bilateral resources, the total available programmable resources amounted to $278.5 million (see table A).

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[1]All 1994 figures used throughout this document are estimates. Project expenditures are estimated using an expenditure rate of 72.4 per cent of the year-end allocations for both country and intercountry activities.

4. Total project expenditures from regular resources increased from $134.3 million in 1993 to $201.4 million in 1994, an increase of $67.1 million or 50 per cent. Expenditures for technical support services (TSS) were $19.5 million; the costs of administrative and operational services (AOS) were $8.3 million. This yielded programme expenditures of $229.2 million in 1994, or $70.8 million more than the corresponding figure in 1993. For combined regular and multi-bilateral resources, project expenditures were $212.2 million, and programme expenditures were $240.5 million (see table B). The ratio of programme expenditures to total programmable resources available (resource utilization rate) for regular resources in 1994 was 90.6 per cent, or 13.6 percentage points higher than the corresponding rate of 77 per cent in 1993 (see table C). The carry-forwards of programmable resources from 1994 into 1995 are estimated at $33.3 million, i.e., $14 million less than that of the previous year. Thus, UNFPA not only spent in full its 1994 income, which had increased by almost $46 million, but also used $14 million of the carry-forwards from 1993 into 1994, thereby reducing the carry-forwards from $47.3 million to $33.3 million. Had UNFPA not received the additional contributions of $9.5 million at the end of 1994, as mentioned in paragraph 3, the carry-forwards would have been reduced by $23.5 million, from $47.3 million to $23.8 million.

5. As shown in table D, expenditures for reproductive health/family planning (RH/FP) from regular resources increased by 46 per cent, from $68.7 million in 1993 to $100.1 million in 1994. Expenditures from regular resources for information, education and communication (IEC) activities increased by 80 per cent, from $21.3 million in 1993 to $38.3 million in 1994. Thus, RH/FP and closely associated IEC activities increased considerably in absolute amounts and stayed at a level of more than two thirds of all project expenditures for the third straight year.

6. The proportion of expenditures in priority countries in 1994 was 71.3 per cent of regular resources for country activities (see table E). In the four-year period 1991-1994, it ranged between 76 per cent and 71 per cent, never reaching the goal of 80 per cent set by the Governing Council in decisions 88/34 A and 91/35 B. This was due in part to low implementation rates caused by civil disturbances and war-like situations in a number of priority countries.

III. WORK PLAN FOR 1996-1999 AND REQUEST FOR PROGRAMME EXPENDITURE AUTHORITY

A. The work plan, 1996-1999

7. The work plan of UNFPA is a rolling four-year plan. This means that for each new work plan the current year is deleted and one future year is added. The work plan is a projected programme of assistance based upon income projections, prior commitments and foreseeable needs. It deals with those activities that are funded from UNFPA's regular resources and refers also to the amount of expected multi-bilateral resources. The intended distribution of resources among country and intercountry activities and among regions is shown for regular resources only, since in the case of projects financed from trust funds the funding decisions are made by the donors themselves and not by UNFPA.

8. This work plan is based on the income assumptions for the period 1996-1999 which, after deducting the APSS net budget and additions to the operational reserve, determine the estimates of new programmable resources. For the work plan 1996-1999, the Executive Director estimates the income of 1995 at $300 million, consisting of an expected contribution of $50 million from the United States Government, of which $25 million has already been paid, and other contributions of $250 million. The income projections for 1996-1999 assume an annual United States contribution of $55 million and an 8 per cent increase per year for other contributions,

using the 1995 estimate of $250 million as the base. This projection takes into account a renewed enthusiasm for funding of population activities in the wake of the very successful International Conference on Population and Development (ICPD) held in Cairo, Egypt, in September 1994 and the resulting preliminary indications from major donor countries about their pledges for 1996. This results in an income assumption for the four-year period 1996-1999 of $1,437 million from regular resources, as compared to $1,246 million for the period 1995-1998 in last year's work plan. The new programmable resources from regular resources based on these income assumptions are: $263 million for 1996, $280 million for 1997, $298 million for 1998 and $319 million for 1999. This yields a total of $1,160 million for the 1996-1999 period (see table F) compared to $991 million estimated last year for the work plan period 1995-1998. The income assumption from multi-bilateral resources is $15 million per year, or $60 million in the four-year period. Thus the income assumption from regular and multi-bilateral resources combined is $1,497 million.

9. The amount of resources required for the APSS budget (net) is assumed in the work plan as 17 per cent of the combined income of regular and multi-bilateral resources each year (or 18 per cent of the income of regular resources each year), resulting in $57 million for 1996 and $63 million for 1997. A detailed APSS net budget is submitted every two years to the Executive Board for approval, and the figures in the work plan are therefore only estimates for the purpose of calculating the new programmable resources for each year of the work plan period. Since the budget proposal for 1996-1997 will be presented to the Executive Board at its third regular session in August/September 1995, it had not yet been finalized at the time of this writing.

10. The Governing Council, at its fortieth session, in decision 93/28, paragraph 13, reconfirmed that the level of the operational reserve should be maintained at 20 per cent of general resources income for each year of the UNFPA work plan. The level of the operational reserve at the end of 1994 was $53 million, based upon an income in 1994 of $265.4 million. Given an estimated income in 1995 of $300 million, the level of the reserve at the end of 1995 -- in accordance with decision 93/28 -- will have to amount to $60 million, or $7 million more than in 1994. In order to maintain the reserve at the 20 per cent level, and assuming that the income from regular resources between 1996 and 1999 will increase as estimated, UNFPA will add a total of $19 million to the operational reserve over the work plan period 1996-1999, thereby reaching $79 million at the end of 1999.

11. The work plan does not project any significant carry-forwards of regular resources from 1995 to the new work plan period. Thus, total programmable resources in the four-year period are estimated at $1,160 million from regular resources (an annual average of $290 million). Similarly, carry-forwards of multi-bilateral resources are disregarded, and total programmable resources are estimated at $60 million from multi-bilateral resources (an annual average of $15 million). Thus, the total programmable resources are estimated at $1,220 million from regular and multi-bilateral resources combined (an annual average of $305 million).

12. The planned distribution of total programmable resources from regular resources for 1996-1999 between country and intercountry activities (regional and interregional activities) takes into consideration the needs in each of these areas. According to this plan (see table G), the proportion of total programmable resources intended for country activities has been increased to 70 per cent from 68 per cent in the work plan for 1995-1998. In absolute terms, the $816 million intended for country activities in the four-year period 1996-1999 (an average of $204 million per year) is 21 per cent higher than the $673.8 million (an average of $168.5 million per year) foreseen previously for the 1995-1998 period. In addition, $100 million are projected for technical support services (TSS) for country programmes. Such technical support will be provided by teams located at regional and subregional sites, which in turn will receive technical backstopping from specialists/coordinators located at the United Nations and its regional commissions, at the headquarters of United Nations specialized agencies and at WHO regional offices. A detailed report on the Fund's TSS arrangements will be submitted to the Executive Board at its third

regular session in August/September 1995. The administrative and operational services (AOS) costs from regular resources for 1996-1999 are estimated at $44 million, based on a compensation arrangement with United Nations executing agencies of 7.5 per cent of project expenditures incurred for the implementation of country projects, in accordance with Governing Council decision 91/37, as well as on compensation arrangements covering non-governmental organizations (NGOs).

13. The programmable resources foreseen for country activities in the period 1996-1999 will be allocated among the regions as follows: sub-Saharan Africa, 35 per cent; Arab States and Europe, 13 per cent; Asia and the Pacific, 40 per cent; and Latin America and the Caribbean, 12 per cent (see table H). This constitutes a shift of approximately 3 percentage points between the sub-Saharan Africa and the Asia and Pacific regions. However, it should be noted that even those regions that experience a small decrease in their proportionate shares will, nevertheless, receive an increase in resources in absolute amounts of at least 10 per cent for the work plan period 1996-1999, compared to the work plan period 1995-1998. This shift is largely due to the great needs in sub-Saharan Africa and the result of the operationalization of the ICPD Programme of Action.

14. Based on an analysis of the status of financial implementation of UNFPA programmes and projects, the balance of commitments (regular resources) to country programmes approved by the Governing Council up to and including 1994 is estimated to be $308 million for the period 1995-1999. If the Executive Board approves the eleven programmes and projects being submitted this year, the total UNFPA commitment from regular resources will increase by $81 million to $389 million for the same period (see also document DP/1995/27, table C). Of this amount, $202 million will be provided to country activities in 1995, resulting in a balance of commitments for the 1996-1999 work plan period of $187 million. Hence, of the $816 million intended for country activities between 1996 and 1999, $187 million, or 23 per cent, have already been programmed through country programmes and projects that have either been approved by the Governing Council or the Executive Board at earlier sessions or are being submitted to the Executive Board in 1995 (see table I).

15. The UNFPA intercountry programme for the period of 1996-1999, covering regional and interregional activities, is being submitted for approval to the Executive Board in 1995 in the amount of $200 million or 17 per cent of programmable resources from regular resources. The Executive Director foresees $80 million from regular resources (an annual average of $20 million) for regional activities during the work plan period and $120 million (an annual average of $30 million) for interregional activities.

B. Request for programme expenditure authority

16. At its thirty-sixth session, the Governing Council, in decision 89/46 B, approved the proposal by the Executive Director that a programme expenditure authority for regular resources for the year following the current year be set at the level of estimated new programmable resources of that new year. The Executive Director further proposed, and the Governing Council endorsed at its thirty-sixth session, that for the subsequent three years of the work plan period the estimated amounts of new programmable resources be determined, which will function as a guide for future programming and, as necessary, will be reviewed, revised and updated on a rolling basis every year.

17. The proposed programme expenditure authority for 1996 amounts to $263 million, and the new programmable resources for 1997, 1998 and 1999 are estimated at $280 million, $298 million and $319 million respectively (see table J).

ANNEX

Table A. Calculation of programmable resources for 1993 and 1994
(MILLIONS OF US DOLLARS)

	1993	1994 (ESTIMATED)
REGULAR RESOURCES		
(1) INCOME	219.6[A]	265.4
(2) ADMINISTRATIVE AND PROGRAMME SUPPORT SERVICES (APSS)	45.1[A]	45.2
(3) ADDITIONS TO RESERVES	2.5[B,C]	5.0[D]
(4) NEW PROGRAMMABLE RESOURCES (1)-(2)-(3)	172.0	215.2
(5) CARRY-FORWARDS FROM PREVIOUS YEAR	33.6[E]	47.3[E]
(6) TOTAL PROGRAMMABLE RESOURCES (4) + (5)	205.6	262.5
(7) TOTAL PROGRAMMABLE RESOURCES AVAILABLE	205.6	253.0[F]
MULTI-BILATERAL RESOURCES		
(8) INCOME	15.6[F]	11.3
(9) CARRY-FORWARDS	11.0[F]	14.2
(10) TOTAL PROGRAMMABLE RESOURCES (8) + (9)	26.6	25.5
COMBINED RESOURCES		
(11) TOTAL PROGRAMMABLE RESOURCES AVAILABLE (7) + (10)	232.2	278.5

(A) SEE DOCUMENT DP/1994/53, ANNEX, TABLE 1.
(B) ADDITION TO THE RESERVE FOR FIELD ACCOMMODATIONS.
(C) SEE DOCUMENT DP/1994/53, ANNEX, TABLE 12.
(D) ADDITION TO THE OPERATIONAL RESERVE.
(E) AFTER REDUCTION OF $9.5 MILLION OF ADDITIONAL CONTRIBUTIONS WHICH WERE PLEDGED IN THE LAST SIX WEEKS OF 1994 AND WHICH THEREFORE COULD BE USED ONLY IN 1995.
(F) SEE DOCUMENT DP/1994/53, ANNEX, TABLE 10.

Table B. Summary of programme expenditures for 1993 and 1994
(MILLIONS OF US DOLLARS)

	1993	1994 (ESTIMATED)
REGULAR RESOURCES		
(1) PROJECT EXPENDITURES	134.3[A]	201.4
(2) TECHNICAL SUPPORT SERVICES (TSS)	17.5[A]	19.5
(3) ADMINISTRATIVE AND OPERATIONAL SERVICES (AOS)	6.6[A]	8.3
(4) PROGRAMME EXPENDITURES (1) + (2) + (3)	158.4	229.2
MULTI-BILATERAL RESOURCES		
(5) PROJECT EXPENDITURES	9.2[B]	10.8
(6) ADMINISTRATIVE AND OPERATIONAL SERVICES (AOS)	0.7[B]	0.5
(7) PROGRAMME EXPENDITURES (5) + (6)	9.9	11.3
COMBINED RESOURCES		
(8) PROJECT EXPENDITURES (1) + (5)	143.5	212.2
(9) PROGRAMME EXPENDITURES (4) + (7)	168.3	240.5

(A) SEE DOCUMENT DP/1994/53, ANNEX, TABLE 1.
(B) SEE DOCUMENT DP/1994/53, ANNEX, TABLE 10.

Table C. Performance indices for 1993 and 1994

(MILLIONS OF US DOLLARS)

	1993	1994 (ESTIMATED)
REGULAR RESOURCES		
(1) TOTAL PROGRAMMABLE RESOURCES AVAILABLE[A]	205.6	253.0
(2) PROGRAMME EXPENDITURES[B]	158.4	229.2
(3) RESOURCE UTILIZATION RATE (2)/(1)[C]	77.0%	90.6%
REGULAR AND MULTI-BILATERAL RESOURCES COMBINED		
(4) TOTAL PROGRAMMABLE RESOURCES AVAILABLE[D]	232.2	278.5
(5) PROGRAMME EXPENDITURES[E]	168.3	240.5
(6) RESOURCE UTILIZATION RATE (5)/(4)[C]	72.5%	86.4%

(A) SEE TABLE A, LINE (7) AND FOOTNOTE (E) OF TABLE A.
(B) SEE TABLE B, LINE (4).
(C) THE RESOURCE UTILIZATION RATE IS THE RATIO OF PROGRAMME EXPENDITURES TO TOTAL PROGRAMMABLE RESOURCES AVAILABLE.
(D) SEE TABLE A, LINE (11).
(E) SEE TABLE B, LINE (9).

Table D. Expenditures by substantive area for country and intercountry activities, 1991-1994

REGULAR RESOURCES (MILLIONS OF US DOLLARS)

SUBSTANTIVE AREA	1991		1992		1993		1994 (ESTIMATED)	
	($)	(%)	($)	(%)	($)	(%)	($)	(%)
REPRODUCTIVE HEALTH/FAMILY PLANNING	75.0	43.6%	66.6	52.0%	68.7	51.3%	100.1	49.7%
INFORMATION, EDUCATION & COMMUNICATION	29.3	17.0%	19.3	15.1%	21.3	15.9%	38.3	19.0%
BASIC DATA COLLECTION	15.7	9.1%	8.6	6.7%	9.3	6.9%	13.3	6.6%
POPULATION DYNAMICS	20.1	11.7%	11.6	9.0%	9.6	7.2%	11.5	5.7%
FORMULATION & EVALUATION OF POPULATION POLICIES	15.8	9.2%	11.1	8.7%	12.3	9.2%	16.0	7.9%
IMPLEMENTATION OF POLICIES	0.1	0.1%	0.0	0.0%	0.1	0.1%	0.3	0.2%
MULTISECTOR ACTIVITIES	5.4	3.1%	5.5	4.3%	5.5	4.1%	11.0	5.5%
SPECIAL PROGRAMMES	10.5	6.1%	5.4	4.2%	7.1	5.3%	10.9	5.4%
TOTAL	172.0	100.0%	128.2	100.0%	133.9[A]	100.0%	201.4	100.0%

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.
(A) THE AMOUNT OF FINAL EXPENDITURE MAY NOT NECESSARILY BE THE SAME AS THE AMOUNT OF PROVISIONAL EXPENDITURE REPORTED IN DOCUMENT DP/1994/53.

Table E. Expenditures for country activities by priority country status, 1991-1994

REGULAR RESOURCES (MILLIONS OF US DOLLARS)

	1991[a]		1992[b]		1993[b]		1994[b] (ESTIMATED)	
	($)	(%)	($)	(%)	($)	(%)	($)	(%)
PRIORITY	84.5	73.1%	77.9	75.7%	74.3	71.6%	114.2	71.3%
NON-PRIORITY	31.1	26.9%	24.9	24.2%	29.3	28.3%	46.0	28.7%
TOTAL	115.7	100.0%	102.9	100.0%	103.7	100.0%	160.2	100.0%

NOTE: FIGURES MAY NOT ADD UP TO THE TOTALS GIVEN DUE TO ROUNDING.
(A) PRIORITY COUNTRY DESIGNATED IN ACCORDANCE WITH DECISION 88/34.
(B) PRIORITY COUNTRY DESIGNATED IN ACCORDANCE WITH DECISION 88/34, AS ADJUSTED IN 1992.

Table F. New programmable resources for 1996 - 1999

(MILLIONS OF US DOLLARS)

	1996	1997	1998	1999	1996-1999
REGULAR RESOURCES					
(1) INCOME	325	347	370	395	1,437
(2) APSS NET BUDGET	57	63	67	71	258
(3) ADDITION TO THE OPERATIONAL RESERVE	5	4	5	5	19
(4) SUBTOTAL (2) + (3)	62	67	72	76	277
(5) AVAILABLE AS NEW PROGRAMMABLE RESOURCES (1)-(4)	263	280	298	319	1,160
MULTI-BILATERAL RESOURCES					
(6) INCOME[a]	15	15	15	15	60
COMBINED RESOURCES					
(7) INCOME (1) + (6)	340	362	385	410	1,497
(8) AVAILABLE AS NEW PROGRAMMABLE RESOURCES (5) + (6)	278	295	313	334	1,220

(A) AVAILABLE AS NEW PROGRAMMABLE RESOURCES.

Table G. Intended distribution of programmable resources among country and intercountry activities, work plan 1995-1998 and work plan 1996-1999

(MILLIONS OF US DOLLARS)

	WORK PLAN 1995-1998 [a]			WORK PLAN 1996-1999		
	TOTAL ($)	ANNUAL ($)	AVERAGE (%)	TOTAL ($)	ANNUAL ($)	AVERAGE (%)
REGULAR RESOURCES						
(1) COUNTRY ACTIVITIES	673.8	168.5	68.0%	816	204	70%
(2) TECHNICAL SUPPORT SERVICES	101.3	25.3	10.2%	100	25	9%
(3) ADMINISTRATIVE AND OPERATIONAL SERVICES	35.6	8.9	3.6%	44	11	4%
(4) REGIONAL ACTIVITIES	68.3	17.1	6.9%	80	20	7%
(5) INTERREGIONAL ACTIVITIES	112.0	28.0	11.3%	120	30	10%
(6) INTERCOUNTRY ACTIVITIES (4) + (5)	180.3	45.1	18.2%	200	50	17%
(7) TOTAL (1) + (2) + (3) + (6)	991.0	247.8	100.0%	1,160[b]	290	100%
MULTI-BILATERAL RESOURCES						
(8) ACTIVITIES	56.0	14.0	93.3%	56	14	93%
(9) ADMINISTRATIVE AND OPERATIONAL SERVICES	4.0	1.0	6.7%	4	1	7%
(10) TOTAL (8) + (9)	60.0	15.0	100.0%	60[c]	15	100%
COMBINED RESOURCES						
(11) ACTIVITIES (1) + (6) + (8)	910.1	227.5		1,072	268	
(12) TOTAL (7) + (10)	1,051.0	262.8		1,220	305	

(A) SEE DOCUMENT DP/1994/45, TABLE G.
(B) NO CARRY-FORWARDS ARE PROJECTED FROM REGULAR RESOURCES FROM 1995 TO THE NEW WORK PLAN PERIOD.
(C) CARRY-FORWARDS ARE NOT INCLUDED.

Table H. Intended country activities by region for the periods 1995-1998 and 1996-1999

REGULAR RESOURCES (MILLIONS OF US DOLLARS)

	INTENDED 1995-1998[a]			INTENDED 1996-1999		
	TOTAL	ANNUAL AVERAGE	% OF COUNTRY ACTIVITY RESOURCE	TOTAL	ANNUAL AVERAGE	% OF COUNTRY ACTIVITY RESOURCE
	($)	($)	(%)	($)	($)	(%)
AFRICA (SUB-SAHARAN)	215.6	53.9	32.0%	288	72	35%
ARAB STATES AND EUROPE	82.2	20.6	12.2%	104	26	13%
ASIA AND THE PACIFIC	293.1	73.3	43.5%	324	81	40%
LATIN AMERICA AND THE CARIBBEAN	82.9	20.7	12.3%	100	25	12%
TOTAL	673.8	168.5	100.0%	816	204	100%

(A) SEE DOCUMENT DP/1994/45, TABLE H.

Table I. Intended country activities for 1996-1999 and amounts already programmed

REGULAR RESOURCES (MILLIONS OF US DOLLARS)

	1996 - 1999		
	TOTAL COUNTRY ACTIVITIES	AMOUNT ALREADY PROGRAMMED (ESTIMATE)	AMOUNT ALREADY PROGRAMMED AS PERCENTAGE OF REGION TOTAL
	($)	($)	(%)
AFRICA (SUB-SAHARAN)	288	52	18%
ARAB STATES AND EUROPE	104	15	14%
ASIA AND THE PACIFIC	324	106	33%
LATIN AMERICA AND THE CARIBBEAN	100	14	14%
TOTAL	816	187	23%

Table J. Proposed programme expenditure authority for 1996 and estimates for new programmable resources for 1997-1999

REGULAR RESOURCES (MILLIONS OF US DOLLARS)

	1996	1997	1998	1999	TOTAL 1996-1999
NEW PROGRAMMABLE RESOURCES[a]	263	280	298	319	1,160

(A) SEE TABLE F OF THIS REPORT.

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